

Logistics Management Support Annex

Draft: July 6, 2004

Coordinating Agency: Department of Homeland Security

Primary Agency: Department of Homeland Security

Cooperating Agencies: U.S. Department of Agriculture/Forest Service
Department of Defense
Department of Homeland Security
Department of the Interior
Department of Transportation
General Services Administration

I. Introduction

The Logistics Management Support Annex describes the framework within which the overall logistics management function operates for Incidents of National Significance and describes how Federal disaster resources fit into this framework. It also describes how the National Response Plan (NRP) Emergency Support Functions (ESFs) interact to provide support to the affected population as well as support to the incident management effort.

A. Purpose

The Logistics Management Support Annex:

1. Describes the NRP logistics management and delivery organizations;
2. Provides an overview of operations for executing logistics management in support of an Incident of National Significance; and
3. Outlines federal logistics management responsibilities in support of Federal, State, local, and tribal logistics providers during major events that require NRP implementation.

This document does not describe the mechanisms through which the Department of Homeland Security/Emergency Preparedness and Response Directorate/Federal Emergency Management Agency (DHS/EPR/FEMA) and its partner agencies execute various logistics functions. These mechanisms are the subjects of other publications in the logistics series of disaster operations documentation.

B. Scope

The Logistics Management Support Annex:

1. Identifies the components of the Federal logistics delivery structure;
2. Provides a concept of operations for logistics management in support of the NRP; and
3. Outlines how the various Federal logistics agencies interact with DHS/EPR/FEMA during an Incident of National Significance.

C. Definition

1. Logistics management is the process of planning, preparing, implementing, and evaluating all logistics functions that support an operation or activity.

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2. Effective logistics management contributes to mission success while ensuring all functions are executed in a unified manner to reduce costs, ensure appropriate support actions, and increase response capability. Individual logistics functions and associated subfunctions include:
 - a. Materiel Management: Material management includes: requirements processing (requisitioning and sourcing), acquisition, asset visibility (resource tracking), receipt, storage, handling, material security, accountability, inventory, deployment, issue, distribution, recovery, reuse and disposition.
 - b. Property Management (Personal Property): Accountability, inventory, disposal, and record processing.
 - c. Facility Management: Facility selection and acquisition, building services, information systems, telecommunications and information technology, safety, public health and medical services, and physical security.
 - d. Transportation Management: Transportation prioritizing, ordering, sourcing, and acquisition; time-phasing plans; fleet management; and movement coordination and tracking.
3. Logistics management during NRP operations is conducted primarily in the Logistics Sections of the various National Incident Management System (NIMS) structured organizations (i.e., Joint Field Offices (JFOs), Mobilization Centers, Regional Resource Coordination Centers (RRCCs), and the National Resource Coordination Center (NRCC). The logistics management function is an element of ESF #5 – Emergency Management.
4. When DHS requires logistics support from the partner Federal agencies, any or all of the following ESFs may be activated:

ESF #1	Transportation	Department of Transportation (DOT)
ESF #2	Information Technology and Telecommunications	Department of Homeland Security (DHS)
ESF #3	Public Works and Engineering	U.S. Army Corps of Engineers (USACE)
ESF #7	Resource Support	General Services Administration (GSA)
ESF #8	Public Health & Medical Services	Department of Health and Human Services (HHS)

II. Policies

A. Materiel Management

1. Logistics personnel find appropriate, time-sensitive, and cost-effective ways to fill the materiel requirements developed by operations personnel. Equipment and supplies are provided from current Federal stocks or, if necessary, from commercial sources.

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2. GSA is the central procurement authority for the Federal Government. All procurement actions are made in accordance with current Federal laws and regulations.
3. When activated, ESF #7 serves as the point of contact for requesting materials in support of the NRP. ESF #7 is responsible for coordinating with internal and external sources to obtain the resources required in the most cost-efficient and expeditious fashion.
4. Nationally, ESF #7 operates under the direction of the Director, GSA Office of Emergency Management (OEM). The OEM represents GSA in its dealings with the NRCC. See ESF #7 Annex for more details.

B. Personal Property Management

1. All Federal departments and agencies acting within the scope of the Robert T. Stafford Disaster Relief and Emergency Assistance Act account for personal property in accordance with the Federal Property Management Regulations (41 CFR 44) and existing agency property management policies. This occurs whether property is acquired from an agency's own stock or from available Federal excess, or purchased with money from the Disaster Relief Fund (DRF).
2. If other Federal agency property is used for incident management operations and this property is lost, damaged, stolen, or consumed, the agency will be reimbursed for the cost of such property if the required documentation is provided to DHS. Required documentation is outlined in the DHS/EPR/FEMA Manual 6150.1, Personal Property Management Program. The process for requesting reimbursement is detailed in the Financial Management Support Annex.
3. DHS/EPR/FEMA directs the disposition of all property owned by DHS/EPR/FEMA, including items held by organizations that intend to request reimbursement for the item from the DRF. Disposition could include transfer to DHS/EPR/FEMA, retention by the agency, donation to State/local government, or excess, disposal, and reutilization action through GSA.
 - a. Information systems and communications devices purchased through the DRF are retrieved and returned following each operation to the DHS/EPR/FEMA Disaster Information Systems Clearinghouse (DISC). The DISC rehabilitates and repackages items for reuse in other disaster operations.
 - b. Other equipment and supplies purchased with DRF money and issued to support responders and field facilities is retrieved and returned following each operation to one of the DHS/EPR/FEMA Logistics Centers (LCs). Returned items will be coordinated with DHS/EPR/FEMA Headquarters Logistics. The LCs rehabilitates and repackages equipment and supplies for reuse as coordinated with DHS/EPR/FEMA Headquarters Logistics. The exceptions (which must be coordinated with DHS/EPR/FEMA Headquarters Logistics) are:

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(1) Rapid response equipment and supplies used by the advance element of the Emergency Response Team (ERT-A) that may be retrieved and stored in the DHS/EPR/FEMA Regional Offices.

(2) Nonstandard or non-mission-capable items that will be excessed or disposed of at the incident site.

4. Property procured with funds from the DRF may be used only in support of disaster response and recovery activities, not for non-disaster-specific operations.

C. Facility Management

All facilities and related support necessary for operations is sourced through the following ESFs:

1. ESF #7 (when activated and requested to do so) supports the requirements for obtaining NRP facilities, facility setup, space management, building services, and general facility operations.

2. ESF #3 (when activated and requested to do so) provides operational support at the mobilization centers, staging areas, and distribution sites for all infrastructure and engineering service commodities (supplies and equipment) required to support assigned Federal and direct support missions.

3. ESF #2 (when activated and requested to do so) supports emergency telecommunications and information technology services for Federal, State, tribal and local elements during a National Incident of Significance.

4. ESF #8 (when activated and requested to do so) supports public health and medical services for Federal, State, tribal and local elements during an Incident of National Significance.

D. Transportation Management

1. ESF #1 serves as the point of contact for requesting transportation assistance in support of agencies under the NRP, including requests for military transportation. ESF #1, in coordination with DHS/EPR/FEMA Logistics, determines the mode and carrier for all transportation requests. Other ESF representatives coordinate transportation requirements with ESF #1 representatives. Refer to ESF #1 for more details.

2. DHS/EPR/FEMA Headquarters controls movement of Initial Response Resources (IRR) items. The affected DHS/EPR/FEMA Region, in coordination with FEMA Logistics, selects the IRR items to be moved and establishes the priority of movement. The ESF #1 Emergency Transportation Center (ETC), in coordination with the NRCC, determines the best mode and source of transportation.

3. ESF #1 remains operational until the coordination for the movement of resources can be transitioned to DHS/EPR/FEMA Logistics. The decision to transition is made in agreement with the DHS/EPR/FEMA operations section, DHS/EPR/FEMA Logistics, and the Federal Coordinating Officer

(FCO)/Principal Federal Officer (PFO). ESF #1 ETC continues to arrange transportation in support of Logistics or other Federal agency retrograde operations until deactivated.

4. DOT maintains a national transportation contract capable of providing ground, rail, marine, or aviation assets. If necessary, DOT, through its modal agencies or its support agencies, has the capability of contracting for additional resources. If commercial transportation is not available, DOT requests DOD support through the Defense Coordinating Officer (DCO) or the DOD liaison at the NRCC.

5. The DHS/EPR/FEMA Mobilization Center is the focal point for pre-positioning, receipt, and distribution of supplies. Forward movement of teams, supplies, and equipment is managed by the Mobilization Center Manager and coordinated with the JFO Logistics and Operations Sections. Deployed resources are further processed and forwarded by the JFO Logistics Section to one of three locations: the incident logistics base, an Operations Section staging area or a State/Federal-controlled distribution point. Once at these locations, they become the responsibility of the appropriate member of the JFO coordination group.

III. Concept of Operations

A. Logistical Response Operations

The structure for Federal NRP logistics depends on logistics partners that provide resources to support incident-related operations. Logistics support is provided for prevention, preparedness, and response and recovery actions during all phases of incident management.

1. Initial Actions

a. Interagency logistics providers are alerted and logistics teams are selected provide staff for the NRCC, RRCC and JFO in support of ESFs 1-3, 7 and 8. Logistics reservists are alerted and deployed as required.

b. Logistics personnel assigned to the NRCC, RRCC and JFO perform the following functions:

- (1) Participate, with operations and other contingency staffs, in coordination and decision-making meetings;
- (2) Translate operations-generated requirements into contingency specific logistics plans for leadership approval;
- (3) Establish communications and coordination among Federal logistics partners to locate and stand-up mobilization centers;
- (4) Begin transporting goods with Movement Coordination Center (MCC) support. Coordinate deployment support of IRR items and other response assets to the mobilization centers and other points;

(5) Provide asset tracking; and

(6) Analyze requests for Federal resources to determine cost-effective and timely means to meet requirements.

2. Ongoing Actions

a. Logistics personnel transition into logistics management activities. They execute logistics functions as follows:

(1) The Materiel Management function provides supplies and equipment to the incident(s). After coordinating with internal Federal sources, GSA procures supplies and services needed by the Incident Commander(s). This logistical function works with ESFs #6 and #8 to provide nonspecialized mass care and medical supplies, as well as with other ESFs to provide commercially available supplies and equipment. The goal is to provide supplies and equipment at the location and in the quantities required in the most timely and cost-effective manner.

(2) Property Management accounts for personal property at all operational levels. The Federal Government retains title to accountable property unless it is transferred to State or local governments. Several agencies have the capability to establish receiving and distribution operations at the mobilization centers and support property management teams by maintaining property accountability on items stored at or issued from these locations.

(3) Emergency communications and information technology support is provided to support the National Communication System via ESF # 2.

b. The NRCC, RRCC and JFO logistics roles and responsibilities focus on providing and coordinating delivery of required resources to sustain operations.

3. Demobilization

a. As response operations begin to diminish, incident commanders demobilize the Federal agencies from their respective operations.

b. The Logistics Sections may remain active for several days following demobilization of the NRCC, RRCC and JFO for the following closeout activities:

(1) Coordinating and conducting activities associated with retrieving (or disposing locally if no longer serviceable), refurbishing and restocking all Federal assets used during the disaster operation;

(2) Ensuring that all equipment and supplies are accounted for in accordance with appropriate regulations; and

(3) Participating in internal and external after-action reviews.

- c. Federal logistics partners begin preparation activities in anticipation of the next event. In the case of identified shortfalls in supporting the operation, DHS/EPR/FEMA Logistics Branch may meet with other Federal logistics providers to develop a corrective action plan to improve the Federal logistics support structure and implementation.

B. Resources Fulfillment Cycle

This section of the Annex addresses the overall methodology used to anticipate and subsequently fulfill requirements of victims during Incidents of National Significance. The Federal logistics response to Incidents of National Significance is dependent upon many factors but requires a continuing assessment that dictates the degree and scope of response:

1. Overview

- a. After the NRCC accomplishes an initial situational assessment (in coordination with the RRCC), the DHS/EPR/FEMA decides whether to “push” response supplies, equipment, and teams to a location closer to the impacted area. The purpose of this is to decrease the time it takes to fulfill a validated request for Federal assistance. Once this decision is made, a mobilization center(s) is/are activated near but not necessarily within the impacted area. This mobilization center(s) then serves as a forward Logistics Center to house and maintain Federal resources in anticipation of a validated request for Federal assistance. All Federal assets at the mobilization center(s) remain under the oversight of the Logistics Section of the NRCC when it is activated and actively involved in brokering resources for the impacted area. When the NRCC is not activated the mobilization center(s) is/are under the oversight of the Logistics Response Center of the DHS/EPR/FEMA Logistics Branch.
- b. The mobilization center manager(s) is/are responsible for all life support functions of the members of his/her team, as well as the life support for all responders who are awaiting entry to the impacted area. The mobilization center manager(s) is/are also responsible for the safeguarding of all nonhuman resources that arrive at the center(s). All “pushed” Federal resources initially are directed to the mobilization center(s). The purpose of this is to prevent unneeded resources from creating a demand on the support structure in the impacted area.
- c. The NRCC Director establishes a Movement Control Center (MCC) when required. The MCC obtains transportation services and provides for oversight of transportation assets into and out of the incident area. All Federal agencies should notify the MCC when transportation arrangements are made, so that resources can be tracked and reception plans executed
- d. Once the JFO is operational, JFO staff receives and processes requests for Federal assistance. Those requests are validated when the resource fulfillment cycle begins. (This is the beginning of the “pull” system of resource fulfillment.) The process of fulfilling requirements from the identification of the need to the delivery of the Federal resource is explained below. In Federal response operations, the actual cycle starts

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when the State submits a request for Federal assistance and ends when the Federal resource is delivered to the State.

2. Process

The ordering, sourcing, transportation, issuing, and movement of Federal resources will generally follow the procedural steps outlined below:

- a. Resources needed to provide relief to victims of an Incident of National Significance are identified. This can be a type of supply, equipment, or a service.
- b. The local jurisdiction tries to fill the need from existing resources. If they do not have the resource, they pass the requirement on to their county or state jurisdiction.
- c. When the State receives the requirement, the State attempts to fulfill the need. This may be done from existing resources, through commercial sources, or through Emergency Management Assistance Compacts (EMACs) or mutual aid agreements. If the State cannot fulfill the need, the State submits a request for Federal assistance to the JFO Operations Section.
- d. The Operations Section determines if the resource is available in staging areas to fulfill the requirement. If the resource is not available, the requirement will be passed through ESF #5 to the Logistics Section at the JFO.
- e. The Logistics Section Chief has several options available to fill the requirements:
 - (1) Fill the requirement from the resources located at the JFO logistics base.
 - (2) Fill the requirement by direct mission assignment to another federal agency.
 - (3) Procure the goods or services through commercial sources.
 - (4) If the resource is still not readily available, the Logistics Section Chief passes the requirement through the RRCC to the NRCC.
- f. Once the NRCC receives the validated request for Federal assistance, the NRCC determines how and if the requirement can be fulfilled.
- g. Once the source is identified, the resource is delivered to the location specified by the JFO Logistics Section Chief. The Logistics Section Chief is responsible for all transfer of Federal assets to State control. This may occur at the following locations:
 1. Incident Command Post
 2. The JFO logistics base.

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3. The JFO Operations Section staging area.

4. A State staging area or distribution point.

5. Directly where the resource is needed.

h. If the resource was filled from existing Federal resources, replenishment activities begin immediately to replace the resource.

IV. Responsibilities

A. Primary Agency: DHS/EPR/FEMA

1. IRR items (food, water, power generation equipment, temporary emergency shelters, comfort items, etc.) are located at Logistics Centers and in Pre-Positioned Disaster Supply (PPDS) caches located nationwide. See Table 1 for agency roles and responsibilities.
2. Temporary (portable) housing located nationwide at Logistics Centers.
3. Equipment caches for the following located at Logistics Centers and other locations nationwide:
 - a. Urban Search and Rescue Incident Management Teams
 - b. Mobilization Centers
 - c. National Disaster Medical System Response Teams
 - d. Emergency Support Teams
 - e. Federal Incident Response Support Teams
 - f. Domestic Emergency Support Teams
 - g. Mobile Emergency Response System Teams consisting of personnel, life support, team and personal communications equipment, etc.
 - h. Disaster medical supplies and equipment located at Logistics Centers and various locations nationwide
 - i. MCC located at DHS/EPR/FEMA Headquarters
 - j. Mobilization Center Management Teams
 - k. Property Management Teams
 - l. Logistics Resource Center Located at FEMA Headquarters
 - m. Logistics Closeout Assistance Teams (LCATs)

B. Support Agencies

1. **USDA/U.S. Forest Service:** The U.S. Department of Agriculture, Forest Service provides the management and support of DHS/EPR/FEMA mobilization centers

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when tasked by DHS/EPR/FEMA or when activated under mission assignment by ESF #7. In addition, the U.S. Forest Service provides assistance for transportation tracking and supply accountability at the mobilization centers.

2. Department of Defense

a. In response to civil requests during Incidents of National Significance, DoD provides resources through the Defense Support to Civil Authorities (DSCA) program as described in the Base Plan.

b. U.S. Army Corps of Engineers (USACE) provides logistics resources to support the preparation and execution of ESF #3 Public Works and Infrastructure activities. USACE may also provide staff for the mobilization centers when mission assigned by DHS/EPR/FEMA.

3. Department of Transportation: DOT provides the resources for operating the MCC. It arranges for transportation services under a national emergency transportation contract.

4. General Services Administration: GSA contracts telecommunications support, arranges for the facilities needed by the Federal response teams, and requisitions or contracts for supplies and equipment as part of its ESF #7 responsibilities. GSA can provide a contract officer with unlimited warrant. GSA may also provide staff for the mobilization centers when mission assigned by DHS/EPR/FEMA.

NOTE: TABLE LISTS OTHER AGENCIES THAT WERE NOT INCLUDED IN THE TEXT DESCRIPTIONS ABOVE.

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TABLE 1.—Agency Roles and Responsibilities Matrix

Federal Partners		Logistics Functions													Comments
		ESF Lead	Subsistence	Energy (Oil and Electricity)	Administrative Supplies	Petroleum Products	Engineering and Construction Materials	Personal Demand Items (Water and Ice)	Major End Items: Mobile Units	Medical Material	Property Management	Facility Management	Telecommunications Mgmt.	Transportation Management	
DHS/EP R/FEMA	ESF #2	■			■	■	■	■	■	■	■	■	■	■	Responsible for NRP Logistics planning and execution. When additional resources are needed, the other ESFs are activated through mission assignments (MAs).
GSA	ESF #7	■			■	■	■	■	■	■		■	■		The lead for ESF #7. When activated, GSA provides material and facility support.
USDA/USFS											■	■	■	■	When given a mission assignment through ESF #7, the Forest Service staffs the mobilization centers.
DOC												■	■		Provides technical expertise on structural surveys as well as the procurement of external consulting services.
DOD/USACE	ESF #3						■	■	■			■			USACE provides water, ice, construction materials, and engineering services when activated under ESF #3 and ESF #6.
DOD		■			■	■	■	■	■	■			■	■	When requested through ESF #7 and approved by DOD.
DOE			■												In accordance with ESF #12, coordinates with energy industries to assist in meeting critical fuel, lubricant, and electrical power needs unable to be met by Federal or State actions.
DOT	ESF #1													■	Staffs the Movement Control Centers and manages transportation resources when ESF#1 is activated.
VA										■					Provides technical assistance in identifying and procuring medical supplies and other medical services.
NASA												■			Provides available space, buildings, airports, and telecommunications as may be required for emergency support operations.
HHS	ESF #8									■		■			Provides medical supplies and response teams when ESF #8 is activated. Also staffs field hospitals.